

Message Text

PAGE 01 NATO 04698 01 OF 03 301813Z

53

ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 SS-20 NSC-07 AEC-11 CIAE-00 H-03

INR-11 IO-14 L-03 NSAE-00 OIC-04 OMB-01 PA-04 PM-07

PRS-01 SAJ-01 SAM-01 SP-03 USIA-15 TRSE-00 RSC-01

DRC-01 /153 W

----- 113003

R 301740Z AUG 74

FM USMISSION NATO

TO SECSTATE WASHDC 7353

SECDEF WASHDC

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 1 OF 3 USNATO 4698

E.O. 11652: GDS

TAGS: PARM NATO

SUBJ: MBFR: REVISED PAPER ON AIR MANPOWER

REF: A) USNATO 4535; B) STATE 176622

1. WG CHAIRMAN HAS CIRCULATED NATO-WIDE TO CAPITALS A NEW DRAFT OF THE AIR MANPOWER PAPER WHICH STAFF GROUP REVISED ON THE BASIS OF AUGUST 27 WG DISCUSSION. PRINCIPAL CHANGES FROM THE PREVIOUS DRAFT (REF A) KEYED TO NEW TEXT TRANSMITTED BELOW ARE:

-- PARA 3, EXPLANATORY MATERIAL (SUGGESTED BY NETHERLANDS REP)

-- PARA 8 A, B, AND C, REDRAFT OF THREE WAYS AIR MANPOWER MIGHT BE INCLUDED IN MBFR (UK REP); PARA 8 D, ADDITION OF ONE FURTHER POSSIBILITY (NETHERLANDS REP)

-- PARA 13 A THROUGH F, ADDITION OF CONCLUSIONS (DRAFTED BY STAFF
SECRET

PAGE 02 NATO 04698 01 OF 03 301813Z

GROUP ON PROPOSAL NETHERLANDS AND SHAPE REPS)

2. IN RESPONSE TO QUESTIONING BY U.S. AND CANADIAN REPS, STAFF GROUP SOFTENED SOMEWHAT FORMULATIONS ON RISKS AND NEED FOR

INTENSIVE STUDIES INTRODUCED IN PREVIOUS DRAFT.

3. COMMENT: WE HAVE SOUGHT TO KEEP THIS PAPER LIMITED IN SCOPE AND PRELIMINARY IN TONE IN LIGHT OF PRESENT CONSIDERATION IN WASHINGTON OF AIR MANPOWER ISSUE (REF B). HOWEVER, NUMBER OF WG REPS PREFER THAT PAPER POINT TO SPECIFIC FURTHER STUDIES OF AIR MANPOWER ISSUE THAT WG MIGHT UNDERTAKE.

4. ACTION REQUESTED: WASHINGTON COMMENTS ON NEW DRAFT AND WASHINGTON'S THINKING ON ADVISABILITY OF ADDITIONAL AIR MANPOWER STUDIES, BEFORE SEPTEMBER 10 WG MEETING.

5. BEGIN TEXT:

MBFR - IMPLICATIONS OF THE REVISED NATO ASSESSMENTS
OF NATO AND WP FORCES MANPOWER IN THE NGA AS OF MID-1974

-AIR FORCES-

INTRODUCTION

1. THE SENIOR POLITICAL COMMITTEE HAS REQUESTED(1) THE MBFR WORKING GROUP TO EXAMINE THE MILITARY/TECHNICAL IMPLICATIONS OF THE REVISED NATO ASSESSMENTS(2) AT MID-1974 OF NATO AND WP FORCES' MANPOWER IN THE NATO GUIDELINES AREA. THESE INCLUDE ESTIMATES, NOT HITHERTO AVAILABLE, OF AIR FORCE MANPOWER STRENGTHS: THESE ARE SHOWN AT ANNEX A.

2. THE WORKING GROUP ARE CONSIDERING, SEPARATELY, THE MILITARY/TECHNICAL IMPLICATIONS OF THE REVISED GROUND FORCE FIGURES(3); AND OF THE POSSIBILITIES(4) FOR ADJUSTMENT OF CERTAIN ANOMALIES BETWEEN THE MANNING PRACTICES OF NATO AND THE WARSAW PACT, DESIGNED TO INDUCE THE WP POWERS TO AGREE ON THE RAGNE OF FORCES TO BE ADDRESSED FOR REDUCTIONS.

3. THE CATEGORISATION OF PERSONNEL INTO "AIR" AND "GROUND" FORCES IS THE SUBJECT OF ONE SUCH ANOMALY AND ITS RESOLUTION WILL BEAR UPON ANY CONSIDERATIONS OF MANPOWER STRENGTHS IN THE RES-
SECRET

PAGE 03 NATO 04698 01 OF 03 301813Z

PECTIVE AIR FORCES. HOWEVER, THIS PAPER CONCERNS ITSELF ONLY WITH THE BROAD PRINCIPLES WHICH MIGHT BE INVOLVED IN REDUCTIONS IN AIR MANPOWER WERE TO BE ADDRESSED IN THE CONTEXT OF MBFR. FOR THIS PURPOSE THE TERM "AIR MANPOWER" MAY BE REGARDED IN THE GENERAL SENSE AS EMBRACING THOSE ACTIV SERVICE PERSONNEL IN THE UNIFORMED SERVICES OF NATO OR WP AIR FORCES.

THE SITUATION

4. THE ALLIED FRAMEWORK PROPOSAL(5) STATES THAT REDUCTIONS SHOULD BE MADE IN THE GROUND FORCES OF THE NATO AND WARSAW PACT FORCES IN CENTRAL EUROPE. THE NORTH ATLANTIC COUNCIL HAVE, HITHERTO, EXCLUDED OTHER FORCES (AIR AND NUCLEAR) FROM CONSIDERATION

IN MBFR. NO FIRM ALLIANCE POSITION HAS BEEN TAKEN AS TO THE EVENTUAL INCLUSION OF AIR AND NUCLEAR ELEMENTS IN THE FORCES TO BE ADDRESSED FOR REDUCTIONS.

5. THE AD HOC GROUP VIENNA HAS SUGGESTED(6) THAT THE ALLIES CONSIDER THE INCLUSION OF AIR MANPOWER IN THE COMMON CEILING CONCEPT. THIS PROPOSAL HAS NOT BEEN FORMALLY CONSIDERED SO FAR WITHIN THE ALLIANCE(7), AND THIS NOTE IS CONCERNED TO REVIEW THE BROAD ISSUES OF A MILITARY OR TECHNICAL NATURE WHICH WILL MERIT CONSIDERATION BEFORE ANY DECISION ON THE RELEASE OF MANPOWER DATA IS TAKEN.

SECRET

PAGE 01 NATO 04698 02 OF 03 301834Z

53

ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 SS-20 NSC-07 AEC-11 CIAE-00 H-03

INR-11 IO-14 L-03 NSAE-00 OIC-04 OMB-01 PA-04 PM-07

PRS-01 SAJ-01 SAM-01 SP-03 USIA-15 TRSE-00 RSC-01

DRC-01 /153 W

----- 113165

R 301740Z AUG 74

FM USMISSION NATO

TO SECSTATE WASHDC 7354

SECDEF WASHDC

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 2 OF 3 USNATO 4698

PROBLEMS TO BE CONSIDERED

6. BEFORE AIR MANPOWER IS INCLUDED IN THE FORCES TO BE ADDRESSED FOR REDUCTIONS IN MBFR, IT MAY BE DESIRABLE TO ASSESS THE EFFECTS OF THE MORE COMPLEX MILITARY AND TECHNICAL IMPLICATIONS THAT COULD BE INVOLVED. THESE ISSUES ARE LIKELY TO BE RELEVANT IN ANY DISCUSSION OF AIR MANPOWER IN MBFR WHETHER THE INTENTION IS TO ASSESS THE OVERALL EFFECTS OF ITS INCLUSION, OR TO CONSIDER PROBABLE EFFECTS OF ITS INCLUSION IN A COMMON CEILING CONCEPT, OR TO ATTEMPT TO ASSESS ITS VALUE AS A MAKEWEIGHT FOR ASYMMETRICAL GROUND FORCE REDUCTIONS.

7. BECAUSE THE ALLIANCE POSITION TO DATE HAS BEEN THAT MBFR SHOULD FOCUS ON GROUND FORCES IN CENTRAL EUROPE, STUDIES AND CONSULTATIONS HAVE CONCENTRATED ON THE EFFECTS OF REDUCTIONS IN THOSE GROUND FORCES WITH NATO SEEKING TO BRING THE WP TO NEGOTIATIONS.

TIATE ON THAT BASIS. THUS THE MILITARY AND POLITICAL AUTHORITIES
HAVE NOT YET ADDRESSED THE IMPLICATIONS OF REDUCTIONS IN AIR
FORCES IN ANY DETAIL, NOR, WITH ONE "MIXED PACKAGE" EXCEPTION,
SECRET

PAGE 02 NATO 04698 02 OF 03 301834Z

HAS ANY ASSESSMENT BEEN ATTEMPTED OF THE RISKS LIKELY TO BE
ATTENDENT UPON SUCH REDUCTIONS. AN EXAMINATION HAS BEEN CONDUCTED
AT EXPERT/MILITARY STAFF LEVEL(8) INTO THE CAPABILITIES AND
AIRCRAFT STRENGTHS OF NATO TACTICAL AIR FORCES IN THE CENTRAL
REGION. WHEN FINALISED THE REPORT OF THIS EXAMINATION MAY
PROVIDE INSIGHTS INTO THE POSSIBLE EFFECTS OF REDUCTIONS IN NUMBERS
OF TACTICAL AIRCRAFT, BUT IT DOES NOT NECESSARILY FOLLOW THAT THESE
INSIGHTS CAN BE CONSIDERED DIRECTLY APPLICABLE TO EFFECTS THAT
COULD RESULT FROM REDUCTIONS IN AIR MANPOWER. HOWEVER, AS IS
DISCUSSED BELOW, THE RELATIONSHIP BETWEEN AIR MANPOWER STRENGTHS
ON THE ONE HAND AND NUMBERS OF AIRCRAFT AND EQUIPMENTS IN NATO
AIR FORCES ON THE OTHER, IS SUCH THAT THE INTRODUCTION OF
ONE INTO MBFR WILL ALMOST INEVITABLY EXPOSE THE OTHER FOR
SIMILAR CONSIDERATION.

8. IN CONSIDERING PROBLEMS OF AIR MANPOWER IN MBFR THERE ARE
SEVERAL THEORETICAL WAYS IN WHICH THE SUBJECT MIGHT BE INJECTED
IF ITS INCLUSION IN PRINCIPLE IS APPROVED:-

A. ADDITION OF AIR MANPOWER TO GROUND FORCE MANPOWER TO
PROVIDE A NEW FIGURE WHICH WOULD NOT REQUIRE NATO, AT LEAST IN
PHASE I, TO MAKE AIR MANPOWER REDUCTIONS.

B. AGGREGATION OF GROUND AND AIR FORCE MANPOWER TO PROVIDE
A NEW COMMON CEILING FIGURE WHICH WOULD PERMIT NATO AIR MANPOWER
REDUCTIONS AT A SELECTED LEVEL AS WELL AS GROUND FORCE REDUCTIONS AT
THE PRESENT, OR ANY OTHER, PROPOSED LEVEL.

C. TO HAVE SEPARATE GROUND AND AIR COMMON CEILINGS AND
THEREFORE DIFFERENT GROUND AND AIR REDUCTION PERCENTAGES FOR NATO.

D. CONSIDERATION OF SOME OTHER TYPES OF LIMITATION ON AIR
MANPOWER ("NO INCREASE" ON "NON-CIRCUMVENTION").

REVIEW

THE AIR MANPOWER DATA OF THE NATO AND WP FORCES IN THE NGA
ARE SET OUT AT ANNEX A. ALTHOUGH THESE ARE APPROXIMATELY EQUAL
IN NUMBERS THIS SHOULD NOT BE TAKEN AS PROVIDING ANY FIRM IN-
DICATION OF COMPARATIVE COMBAT CAPABILITIES BECAUSE THE STRUCTURE
OF THE OPPOSING AIR FORCES VARY WIDELY. FOR EXAMPLE, THE NATO
FIGURES INCLUDE A SUBSTANTIAL NUMBER OF AIR FORCE PERSONNEL
SECRET

PAGE 03 NATO 04698 02 OF 03 301834Z

EMPLOYED ON GROUND-TO-AIR DEFENCE SYSTEMS (29,000) AND SSMS
(3,700) WHEREAS THESE DUTIES IN THE WP FORCES, (WITH THE EXCEPTION

OF THE GDR GROUND-TO-AIR DEFENCES) ARE UNDERTAKEN BY GROUND FORCES. MOREOVER, MANY OF THE AIR FORCE ADMINISTRATIVE AND SUPPORT FUNCTIONS UNDERTAKEN BY AIRMEN IN NATO ARE EFFECTED IN WP AIR FORCES BY GROUND FORCE PERSONNEL. IT IS, THEREFORE, NECESSARY TO CONSIDER ALSO THE RELATIVE AIRCRAFT STRENGTHS BEFORE ANY ATTEMPT IS MADE TO COMPARE RELATIVE CAPABILITIES OF THE AIR FORCES.

10. REDUCTIONS IN AIR FORCE MANPOWER MIGHT BE ACHIEVED WITHOUT ENTAILING A REDUCTION IN NUMBERS OF COMBAT AIRCRAFT OR GROUND ENVIRONMENT EQUIPMENTS IF THE PERSONNEL CONCERNED COULD BE FOUND FROM WITHIN ADMINSTRATIVE AND SUPPORT ECHELONS HAVING FUNCTIONS NOT BEARING DIRECTLY ON OPERATIONAL CAPABILITY. HOWEVER, IT SHOULD BE BORNE IN MIND THAT THE OPERATION OF COMBAT AIRCRAFT IS A MANPOWER INTENSIVE PROCESS WITH A DIRECT RELATIONSHIP BETWEEN THE INTENSITY AND TYPE OF OPERATIONS REQUIRED AND THE NUMBERS OF AIRMEN AVAILABLE TO IMPLEMENT THE MANY FUNCTIONS INVOLVED IN THE PREPARATION, SERVICING AND SUPPORT OF THE AIRCRAFT AND EQUIPMENTS CARRYING OUT THOSE OPERATIONS. BECAUSE NATO WILL CONDUCT AIR OPERATIONS IN WAR WITH THE AIRCRAFT AND EQUIPMENTS THAT ARE AVAILABLE IN PEACE THERE IS ALSO A DIRECT RELATIONSHIP BETWEEN THE PEACE AND WAR CAPABILITIES IN RESPECT OF AIRCRAFT NUMBERS, POSTURES AND STATES OF READINESS, WHICH, ALLIED TO THE EFFECTS OF FINANCIAL STRINGENCY IN RECENT YEARS, HAS WORKED TO REDUCE THE NUMBERS OF SUCH ADMINISTRATIVE AND SUPPORT PERSONNEL.

SECRET

PAGE 01 NATO 04698 03 OF 03 301846Z

53

ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 SS-20 NSC-07 AEC-11 CIAE-00 H-03

INR-11 IO-14 L-03 NSAE-00 OIC-04 OMB-01 PA-04 PM-07

PRS-01 SAJ-01 SAM-01 SP-03 USIA-15 TRSE-00 RSC-01

DRC-01 /153 W

----- 113256

R 301740Z AUG 74

FM USMISSION NATO

TO SECSTATE WASHDC 7355

SECDEF WASHDC

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 3 OF 3 USNATO 4698

11. THUS IT COULD BE THAT THERE IS LITTLE SCOPE FOR ABSORBING CUTS IN MANPOWER WITHOUT ACCEPTING THAT SOME DEGRADATION IN OPERATIONAL CAPABILITY MAY RESULT FROM:-

A. REDUCTIONS IN NUMBERS OF AIRCRAFT AVAILABLE BOTH IN PEACE AND WAR.

B. INABILITY TO ACHIEVE MAXIMUM OPERATIONAL FLEXIBILITY (I.E. OPERATION IN ALL ROLES APPROPRIATE TO A PARTICULAR AIRCRAFT TYPE).

C. REDUCED READINESS STATES.

D. REDUCED TARGET COVERAGE.

E. LOWERING OF GENERAL TRAINING, (AND, BY IMPLICATION, OPERATIONAL) STANDARDS.

SECRET

PAGE 02 NATO 04698 03 OF 03 301846Z

IT WILL NOT BE POSSIBLE TO DETERMINE THE EFFECTS AND EXTENT OF ANY SUCH DEGRADATION THAT MAY RESULT FROM A REDUCTION IN AIR MANPOWER WITHOUT MAKING A SPECIFIC ANALYSIS OF EACH FACTOR AGAINST THE BACKGROUND OF POSTULATED CUST.

12. IN THE CASE OF STATIONED (CA-UK-US) AIR FORCES IT WOULD BE THEORETICALLY POSSIBLE TO WITHDRAW ELEMENTS FROM THE NGA AND TO RETURN THEM IN AN EMERGENCY ON THE SAME SACLE WITHIN A VERY SHORT TIME. PRESENT RATIONS OF STATIONED TO INDIGENOUS FORCES SUGGEST AN ADVANTAGE TO THE WP IN THIS REGARD. THERE COULD BE, HOWEVER, SOME SUBSTANTIAL EFFECTS ON THE FACTORS AT 11A - E ABOVE AND THESE COULD BE EXPECTED TO BEAR MORE HEAVILY ON STATIONED, AS DISTINCT FROM INDIGENOUS, FORCES BECAUSE OF THE NECESSARILY MORE NARROW SPECTRUM OF SUPPORT AVAILABLE TO THE FORMER. IN THIS CASE THE FACT THAT THE WP STATIONED FORCES ARE ALL PROVIDED BY ONE NATION (SOVIET UNION) WHILST NATO STATIONED FORCES ARE FORMED FROM THREE DIFFERENT AIR FORCES SUGGEST THAT STANDARDISATION FACTORS WILL SWING THE BALANCE AGAIN TO FAVOUR THE PACT. THESE ARE TYPICAL OF THE ISSUES WHICH WILL CALL FOR DETAILED ANALYSIS OF HYPOTHETICAL WITHDRAWALS BEFORE A REASONABLE ASSESSMENT OF EFFECTS CAN BE ADDUCED.

13. THE FOREGOING EMPHASISES THE COMPLEXITIES INHERENT IN RELATIONSHIPS BETWEEN AIR MANPOWER AND OPERATIONAL AIR CAPABILITIES, AND POINTS THE NEED FOR CLOSE ANALYSIS OF SPECIFIC ISSUES AS THEY ARISE. THE APPARENTLY SIMILAR STRENGTH FIGURES FOR THE NATO AND WP AIR FORCES (ANNEX A) MAY HAVE LITTLE EFFECT ON THE DISPARITY ISSUE, BUT BEYOND THAT, FUTURE PROPOSALS FOR THEIR INCLUSION CANNOT BE FORECAST. MOREOVER, THE INTER-RELATIONSHIP BETWEEN AIR AND GROUND FORCES CANNOT BE IGNORED AND WILL SERVE TO WIDEN THE SPECTRUM OF POTENTIAL PROBLEM AREAS CALLING FOR DETAILED ANALYSIS.

CONCLUSIONS

13. A. IT IS UNLIKELY THAT AIR MANPOWER CAN BE ADDRESSED WITHIN MBFR WITHOUT ALSO EXPOSING AIRCRAFT AND GROUND ENVIRONMENT EQUIPMENTS FOR SIMILAR SECURITY AND CONSIDERATION.

B. THE RELATIONSHIP BETWEEN AIR MANPOWER AND THE OPERATIONAL CAPABILITY WITHIN AIR FORCES INVOLVES COMPLEX TECHNICAL AND MILITARY ISSUES WHICH WILL REQUIRE CAREFUL ANALYSIS IF THEIR LIKELY EFFECTS
SECRET

PAGE 03 NATO 04698 03 OF 03 301846Z

ON PROPOSALS FOR REDUCTIONS IN AIR MANPOWER ARE TO BE ACCURATELY ASSESSED.

C. ANALYSES APPROPRIATE TO THE EFFECT OF THESE ISSUES ON POSSIBLE AIR MANPOWER REDUCTIONS HAVE NOT BEEN UNDERTAKEN IN NATO, AND THE REQUIREMENTS FOR SUCH STUDIES ARE LIKELY TO BECOME APPARENT ONLY AS THE POTENTIAL PATTERN FOR NEGOTIATIONS IS EVOLVED.

D. TO BE MEANINGFUL ANALYSIS OF THE EFFECTS OF ANY AIR MANPOWER REDUCTIONS WILL NEED TO BE CONDUCTED AGAINST A HYPOTHETICAL SCENARIO OF POSTULATED CUTS.

E. THE SCOPE FOR ACHIEVING REDUCTIONS IN AIR MANPOWER WITHOUT ADVERSELY AFFECTING OPERATIONAL CAPABILITY IS LIKELY TO BE LIMITED.

F. THE EFFECTS OF REDUCTIONS IN AIR MANPOWER MAY BE EXPECTED TO HAVE DIFFERENT IMPACTS ON STATIONED, AS DISTINCT FROM INDIGENOUS, FORCES.

FOOTNOTES

-
- (1) AC/119-R(74)69
(2) AC/276-D(74)6
(3) AC/276-D(74)7
(4) AGV(74)65 - SITCEN 1603 DTG 161535Z
(5) NAC 2948 229045Z NOV 73 (SEE PO/73/154 20 NOV 73)
(6) AHG REPORT TO NAC 5 APR 74 (US NATO/POL/OUT/NS-74-47, 8 APR 74)
(7) ISD/70(FINAL)
(8) AC/276(SGTA)-N/32(FINAL DRAFT)
END TEXT

SEE REF A FOR ANNEX ARUMSFELD

SECRET

<< END OF DOCUMENT >>

Message Attributes

Automatic Decaptioning: X
Capture Date: 11 JUN 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 30 AUG 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974ATO04698
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740888/abbrywwl.tel
Line Count: 373
Locator: TEXT ON-LINE
Office: n/a
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: A) USNATO 4535; B) STATE 176622
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 20 MAR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <20 MAR 2002 by shawdg>; APPROVED <16 MAY 2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: MBFR: REVISED PAPER ON AIR MANPOWER
TAGS: PARM NATO
To: STATE
SECDEF INFO BONN
LONDON
MBFR VIENNA
USNMR SHAPE
USCINCEUR
Type: TE

Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005